U. S. Navy
Language Skills, Regional Expertise and Cultural Awareness Strategy

Chief of Naval Operations
Washington DC
January 2008

Report Documentation Page	*Form Approved* *OMB No. 0704-0188*

Public reporting burden for the collection of information is estimated to average 1 hour per response, including the time for reviewing instructions, searching existing data sources, gathering and maintaining the data needed, and completing and reviewing the collection of information. Send comments regarding this burden estimate or any other aspect of this collection of information, including suggestions for reducing this burden, to Washington Headquarters Services, Directorate for Information Operations and Reports, 1215 Jefferson Davis Highway, Suite 1204, Arlington VA 22202-4302. Respondents should be aware that notwithstanding any other provision of law, no person shall be subject to a penalty for failing to comply with a collection of information if it does not display a currently valid OMB control number.

1. REPORT DATE **JAN 2008**	2. REPORT TYPE	3. DATES COVERED **00-00-2008 to 00-00-2008**

4. TITLE AND SUBTITLE **U.S. Navy Language Skills, Regional Expertise, and Cultural Awareness Strategy**	5a. CONTRACT NUMBER
	5b. GRANT NUMBER
	5c. PROGRAM ELEMENT NUMBER
6. AUTHOR(S)	5d. PROJECT NUMBER
	5e. TASK NUMBER
	5f. WORK UNIT NUMBER

7. PERFORMING ORGANIZATION NAME(S) AND ADDRESS(ES) **Chief of Naval Operations,Washington,DC,00000**	8. PERFORMING ORGANIZATION REPORT NUMBER
9. SPONSORING/MONITORING AGENCY NAME(S) AND ADDRESS(ES)	10. SPONSOR/MONITOR'S ACRONYM(S)
	11. SPONSOR/MONITOR'S REPORT NUMBER(S)

12. DISTRIBUTION/AVAILABILITY STATEMENT   **Approved for public release; distribution unlimited**

13. SUPPLEMENTARY NOTES

14. ABSTRACT

15. SUBJECT TERMS

16. SECURITY CLASSIFICATION OF:			17. LIMITATION OF ABSTRACT **Same as Report (SAR)**	18. NUMBER OF PAGES **14**	19a. NAME OF RESPONSIBLE PERSON
a. REPORT **unclassified**	b. ABSTRACT **unclassified**	c. THIS PAGE **unclassified**			

Standard Form 298 (Rev. 8-98)
Prescribed by ANSI Std Z39-18

I. Introduction

Given the changes in the strategic landscape since 9/11, the myriad post-Cold War cultures we face, and the unique maritime security challenges of the 21st Century, success in achieving the nation's Maritime Strategy depends in large part on our ability to communicate with and comprehend potential adversaries, enduring allies, and emerging partner nations. As the lessons of Operations Iraqi Freedom and Enduring Freedom attest, communication and comprehension are enabled through awareness of foreign cultures, regional expertise, and skill in foreign languages. Development and improvement of Navy's competencies in these critical capabilities will facilitate the quality of our foreign interactions and enable cooperative and collaborative relationships. They are essential elements in the Navy's engagement in every phase of war, but paramount to the Navy's ability to shape and influence blue, brown and green water security environments in all Phase 0 operations.

> *"The fleet is more than just combat capability. The fleet has really always had an almost diplomatic capability."*
>
> **The Honorable Donald C. Winter, Secretary of the Navy.**

Purpose

The Navy Language Skills, Regional Expertise and Cultural Awareness (LREC) Strategy acknowledges the importance of these enablers and provides overarching guidance for the development, alignment, management and transformation of LREC capability and capacity in the force. Aligned with the *Cooperative Strategy for 21ˢᵗ Century Seapower, Department of the Navy Objectives for FY 2008 and Beyond, Chief of Naval Operations Guidance*, the *Navy Strategic Plan*, the *Naval Operations Concept 2006*, and the *Navy Strategy for Our People*, it links indirectly to higher-level national, defense and military strategies, and tailors the goals and objectives of the *Defense Language Transformation Roadmap* to the Navy mission. Figure 1 illustrates these relationships.

In effect a supporting tier within the family of Navy strategies, the Navy LREC Strategy makes the following assumptions:

- Operations with international partners will increase
- LREC demand signals will evolve with Navy's Maritime Strategy

- The mobility, variety, range and unpredictability of maritime operations complicates the definition, development and sustainment of LREC requirements
- Cultural awareness and regional knowledge transcend foreign language skill in terms of total force priorities
- LREC capabilities are highly perishable and require sustainment to be effective
- LREC capability development/sustainment demands a time/training investment
- Continuously constrained budgets will impact LREC capacity
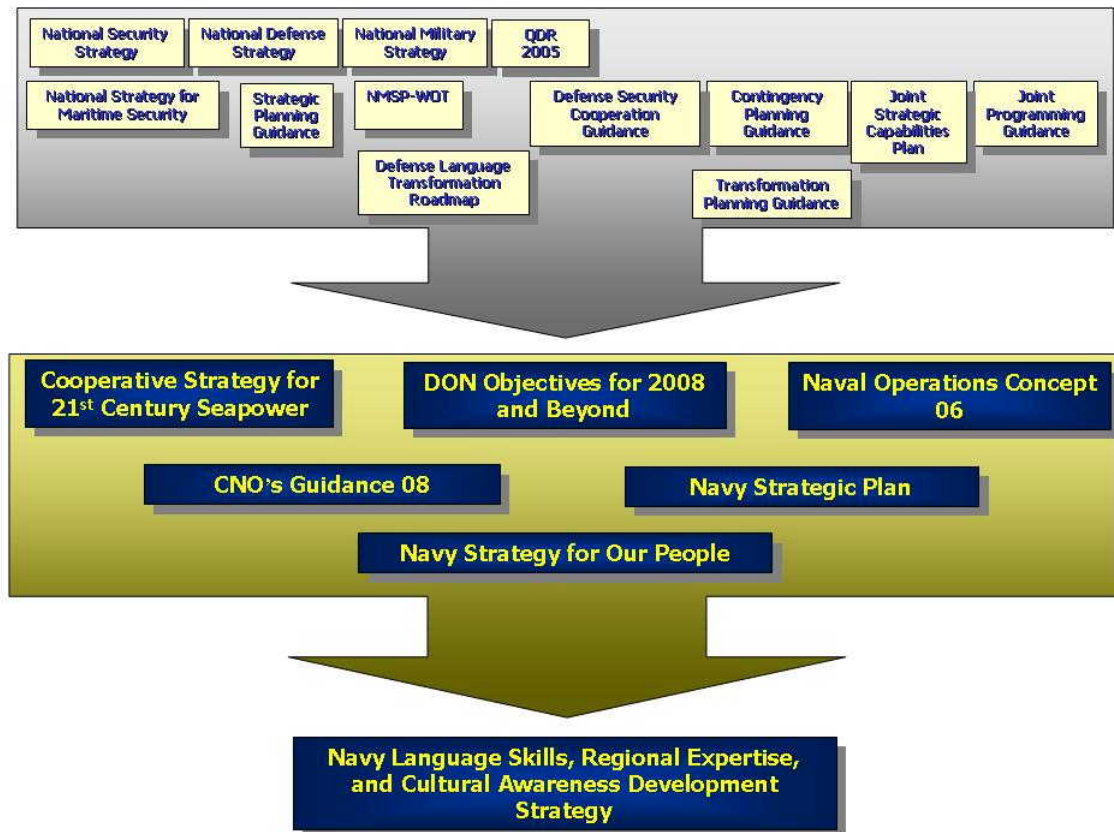- Increasingly diverse population can deliver some LREC capability

Figure 1: Relationship to Higher Level Strategies

Consistent with the *Navy Strategic Plan*, the LREC Strategy provides a framework for future examination and decisions that will lead to the development, funding, and delivery of quality capability in support of the CNO's vision for the Navy. It allows the Navy to (1) unify disparate LREC efforts and align LREC capabilities consistent with extant and future strategic landscapes; (2) optimize the allocation of limited resources and integrate LREC into Navy's Planning, Programming and Budgeting Execution (PPBE) process; and (3) guide LREC investment decisions in support of POM-10 and across the Future Years Defense Plan (FYDP).

Determining the right mix of LREC competencies relative to the constantly changing strategic landscape and finding the right balance of language and cultural skill for myriad international partners or adversaries the Navy potentially faces is a considerable challenge. Moreover, building the right investment portfolio with which to achieve and sustain these skills within the force necessitates continuous examination at practically all levels within the chain of command. Together with the Joint Staff's "Language and Regional Expertise Planning" tool,[1] this LREC Strategy will enable a more accurate definition of LREC requirements, a thorough assessment of gaps in capability, and focused training and education to build and maintain the competencies and expertise Navy requires. When combined with the Navy's Strategic Language List,[2] this strategy and the Joint Staff tool allow us to size and shape LREC with the right capacities, and in the right languages and cultures to meet fleet demand.

What's changed? The Case for Greater LREC in Navy

In the bi-polar world of the Cold War, the nation and the Navy concentrated most of its resources on the Soviet Union and its partner nations. When the Soviet Bloc disintegrated in the 1990s, the Navy's LREC capability gradually began to transition to a multi-polar international environment, adjusting to regional and transnational powers as they manifested themselves. As part of our 21st Century engagement strategy, we are actively developing relationships with new powers emerging in this environment, leveraging opportunities through Global Maritime Partnerships and Global Fleet Stations to build mutual cooperation and trust.

> *"Implement Building Partner Capacity initiatives (including cultural awareness/ language capabilities). Build support for the new Maritime Strategy to include national and international partnerships as elements of Global Maritime Partnerships. Increase and deploy Humanitarian Assistance/Disaster Relief capacities."* **DoN Objectives for FY 2008 and Beyond, October 2007**

The number and variety of cultures and foreign languages the Navy faces in this new environment far and away exceeds the level faced in the Cold War. Strategic, operational and tactical success will depend to some degree on practical skill in less commonly taught languages. It will also require an awareness of unfamiliar regional

---

[1] CJCSI 3126.01, Language and Regional Expertise Planning, 23 Jan 06
[2] The Navy Strategic Language List (NSLL) complements the DoD Strategic Language List and prioritizes those foreign languages considered critical to Navy's mission. Both the DoD and Navy lists are used to shape language capability within the force through recruitment, training, education and incentivization. The FY-07 Navy Strategic Language List (NSLL) was published with OPNAVNOTE 5300 of 5 March 2007. The FY-08 NSLL is in staffing.

cultures, many of which were long suppressed by foreign domination, and some of which are resistant to the 21st Century global system. Navy LREC competencies will be indispensable to penetrating cultural barriers, and understanding unfamiliar, ambiguous, and seemingly irrational behaviors. Considering the cultural and linguistic diversity of this new security environment, we will require comparably diverse LREC capabilities.

> *"Globalization is shaping human migration patterns, health, education, culture, and the calculus of conflict. Conflicts are increasingly characterized by a hybrid blend of traditional and irregular tactics... Weak or corrupt governments, growing dissatisfaction among the disenfranchised, religious extremism, ethnic nationalism and changing demographics – often spurred on by the uneven and sometimes unwelcome advances of globalization – exacerbate tensions and are contributors to conflict."* **Navy Strategic Plan (POM-10), September 2007**

Indeed, the issue of LREC competency transcends Navy's needs and is recognized as a national priority. On 5 January 2006, the President formally introduced the *National Security Language Initiative*, which aims to dramatically increase the number of Americans learning critical foreign languages to include Arabic, Chinese, Hindi, Farsi and others. Sponsored by the Defense, State and Education Departments, and the Director of National Intelligence, the initiative's three broad goals include:

- Expand the number of Americans mastering critical languages, starting at an earlier age
- Increase the number of advanced-level speakers of foreign languages with an emphasis on critical languages
- Increase the number of foreign language teachers as well as the resources they need

As the President asserted in his announcement of the initiative, educated Americans will eventually speak a second language. Representative of the American population, Navy members will in many cases have facility with one or more foreign languages.

Within the Department of Defense (DoD), the principal driver for LREC modernization is the *Defense Language Transformation Roadmap*, which establishes four major goals:

- Create foundational language and cultural expertise in the officer, civilian and enlisted ranks for both Active and Reserve Components
- Create the capacity to surge language and cultural resources beyond these foundational and in-house capabilities
- Establish a cadre of language specialists with a level 3/3/3 (listening/reading/ speaking) ability and address language requirements below the 3/3/3 level.

- Establish a process to track the accession, separation and promotion rates of language professionals and Foreign Area Officers (FAO)

To achieve these goals across DoD, the *Roadmap* assigned 43 separate implementing tasks to the Military Departments, DoD Agencies and the Joint Chiefs of Staff. The focus, priorities, objectives and tasks contained within this LREC Strategy are fully aligned with and complementary of the *Roadmap*.

> *"Trust and cooperation cannot be surged. Expanded cooperative relationships will contribute to the security and stability of the maritime domain for the benefit of all … A key to fostering such relationships is development of sufficient cultural, historical and linguistic expertise among our Sailors...to nurture effective interaction with diverse international partners."* **Navy Strategic Plan (POM-10)**, September 2007

The Need for a Navy LREC Strategy

Experience in Operations Enduring Freedom and Iraqi Freedom has shown that LREC capabilities are essential for successful maritime security cooperation, maritime domain awareness, humanitarian efforts, and shaping and stability operations. They are critical to Navy expeditionary operations, civil/military affairs, maritime interdiction operations, intelligence, information warfare, criminal investigations, interrogations, debriefings and general translation. They are rapidly becoming part of our warrior ethos and remain a key element in the operational art of naval warfare.

U.S. Navy Photo

> *"We are no longer singularly focused on weapons delivery. In the last decade we have seen an increase in the number and positive impact of Navy humanitarian missions. We cannot be defined by a single mission or role. We must be agile, flexible and ready – able to provide naval influence anytime, anywhere."* **Strategy for Our People** 2007

Given the Navy's two century tradition of overseas contact and connection, as well as our role as the nation's first responder, it is appropriate that we build and maintain an LREC capability consistent with the global engagement responsibilities prescribed in the *Cooperative Strategy for 21st Century Seapower* and the *Naval Operations Concept 2006.* A coherent strategy to achieve this capability is needed. This document follows *Navy Strategic Plan* guidance to "Implement the LREC Strategy that facilitates and

enables the transformation and development of Navy's LREC capability/capacity for the 21st century international security environment."

II. Vision

The vision and end-state we seek is:

- Sufficient LREC capacity that meets Navy's known mission needs, with appropriate levels of expertise, and able to surge for emergent requirements:

  - A total force that appreciates and respects cultural differences, and recognizes the risks and consequences of inappropriate, even if unintended, behavior in foreign interactions.
  - A cadre of career language professionals (i.e., FAOs and cryptologic language analysts) whose primary functions require foreign language skill and regional expertise.
  - Other language-skilled Sailors and civilians with sufficient proficiency to interact with foreign nationals at the working level.
  - A reserve capacity of organic foreign language skill and cultural expertise that can be called upon for contingencies

- LREC capabilities aligned with operational requirements to support Joint and Navy missions utilizing the total force – active, reserve, civilian and contractor – and enabling Navy's ability to shape and influence the maritime security environment
- Given the time and expense necessary to achieve and sustain the capability, agile, responsive and cost-effective LREC plans and policies that deliver results at best value while managing risk
- LREC development capability that maximizes existing education and training infrastructure, embraces new training opportunities, leverages the heritage and ethnic diversity of the Navy, and rewards linguistic proficiency.

> *"The vast majority of the world's population lives within a few hundred miles of the oceans. Social instability in increasingly crowded cities, many of which exist in already unstable parts of the world, has the potential to create significant disruptions."* **Navy Strategic Plan (POM-10), September 2007**

III. Desired Effects

Applying the LREC Strategy to existing Navy planning processes will achieve the aforementioned vision and end-state. It will enable the Navy's engagement strategy by fostering collaborative relationships with enduring and emerging regional partners. It

will support the Navy's prosecution of the GWOT in independent, combined and joint operations. The capability will be delivered by a competency-based workforce comprised of FAOs, cryptologic language analysts, and Sailors, officers and civilians with skill in foreign languages and knowledge of overseas cultures and regions. Executing the LREC strategy will add a core dimension to the art of naval warfare that can only reinforce our operational superiority in maritime, littoral, riverine and shore-based environments.

IV. Mission

To realize this vision and desired effects, the Navy will organize, recruit, train, manage, and deliver LREC capabilities consistent with *CNO's Guidance*, the *Navy Strategic Plan* and the *Navy Strategy for Our People*. To accomplish this mission, we will deliver LREC:

- With a development process that leverages legacy and emerging capabilities, but optimizes existing MPT&E infrastructure
- With the right capacity, competency and proficiency
- That is capabilities and effects-based, aligned with, and adaptable to, operational need as defined, forecast and validated by the warfighter
- That is managed, tracked and detailed to the right place and time to facilitate coalition, combined, Joint and Navy missions
- That is continually assessed relative to operational readiness and relevance, and shaped as needed to optimize its capability/capacity.

V. Priorities and Objectives

The following priorities and objectives are designed to achieve the LREC vision and mission:

1. Align and consolidate the organization, policies and processes associated with LREC under the management of the Navy's Senior Language Authority (SLA) (CNO N13) to efficiently program, coordinate, and deliver the capability.

U.S. Navy Photo

2. Ascertain the scope, depth and breadth of LREC capability and capacity within the total force and implement processes to monitor readiness, measure proficiency, and align to Fleet requirements.

3. Accurately define the Navy's LREC requirements and articulate specific competencies (i.e., translator, interpreter, Foreign Area Officer), degrees of expertise, and capacities needed by the force.

4. Identify LREC capability and capacity shortfalls in the force and develop a plan to fill the gaps, either by building capability or realigning existing capacity.

5. Expand cultural awareness in the force by integrating regional content and, as appropriate, language familiarization in Navy Professional Military Education (NPME), pre-/mid-deployment training, and port visit orientation.

6. Maximize the contributions of language professionals and language-enabled Sailors through increased training opportunities and appropriate incentives.

7. Build capability and capacity by implementing language-related accession and heritage-community recruiting goals, increasing undergraduate LREC study where appropriate, and directly training selected post-accession officers as appropriate.

> *"We strengthen and cultivate relationships. Our Navy interacts with many people and organizations on a local, national and international level. We will strengthen our partnerships and engage future partners to build steadfast relationships that advance global maritime security and our common national interests."* **CNO Guidance for 2008**

8. Fully implement Navy's FAO Program and optimize the Personnel Exchange Program (PEP) consistent with the expanding relationships with emerging partners.

9. Coordinate these objectives with the Defense Language Office, the Joint Staff, other Services, DoD Agencies, and the Combatant Commanders, as appropriate, to avoid duplication of effort and promote joint and combined operations.

U.S Navy Photo

VI. Tasking

To achieve these priorities and objectives, the lead agent (first listed after each task) assigned in the following items will execute, coordinate and facilitate the completion of the tasks. Where indicated, tasks are consistent with and aligned to action required by the *Defense Language Transformation Roadmap*.

1. **Align and consolidate the organization, policies and processes associated with LREC under the management of the Navy's SLA to efficiently program, coordinate and execute the capability**:

   a. Organize Navy program management to include LREC, FAO, CTI, and PEP personnel policies. Revise corresponding Navy instructions. (N13, N3IO, N2C, N5SP) (*Roadmap* Tasks 1.A, 1.B and 1.C)

   b. Refresh Navy doctrine, policies, and planning guidance to reflect the need for LREC in operational, contingency and stabilization planning. (N13, N11, N2, N3IO, N5SP, FFC, NWDC) (*Roadmap* Task 1.D)

   c. Develop tactics, techniques and procedures (TTP) to facilitate the proper application of LREC capabilities in the new international security environment. (FFC, NWDC) (*Roadmap* Task 1.D)

2. **Ascertain the scope, depth and breadth of LREC capability and capacity within the total force and implement processes to monitor readiness, measure proficiency, align to fleet requirements, and forecast demand**:

   a. Discern and document incoming language capability through screening at accession points. Include officers, enlisted and civilians. (N13, N11, N12, NETC, NSTC, USNA) (*Roadmap* Task 1.J)

   b. Refine personnel database systems (Active, Reserve and Civilian) and requirements to enable force managers to monitor language capabilities, readiness, and program effectiveness. (N13, N095, N11) (*Roadmap* Task 3.F)

   c. Implement a language readiness index to measure capabilities relative to Navy's roles and missions. Identify gaps in readiness and facilitate corrective action. (N13, N11) (*Roadmap* Task 1.H)

   d. Require Fleet, Navy Components, and major Budget Submitting Offices (BSO) to identify LREC capabilities necessary for day-to-day operations as well as in deliberate and contingency planning processes. (N13, N11, FFC, BSOs) (*Roadmap* Task 1.E)

(1) Identify tasks and missions that will require LREC, define the proficiency level, the specific function (e.g., voice analyst, interpreter, translator, FAO, PEP), and determine the number of personnel required to provide the services. (N13, N11, N3IO, N5SP, N2, FFC)

(2) Reconcile language-coded billets accordingly. (N13, N11)

(3) Define required competencies, knowledge, skills and abilities (KSA) for career linguists and regional experts within the total force. (N13, N11, N3IO, N5SP)

e. Identify, define and institutionalize LREC-related Mission Essential Tasks (MET) with which to facilitate fleet training standardization and readiness reporting. (FFC, NETC, NPDC, N13)

f. Improve language testing across Navy. Make DLAB more accessible for officer candidates and potential recruits who meet CTI ASVAB requirements. Aggressively implement and expand the DLPT system. (N13, N12) (*Roadmap* Task 1.O)

U.S. Navy Photo

3. **Deliver LREC capability to the fleet, align capability/capacity as appropriate to Navy component command needs, and accelerate development of capability for Navy expeditionary missions**:

a. Fully develop the Center for Information Dominance's Center for Language, Regional Expertise and Culture (CLREC). The Center will leverage existing foreign language, culture and area studies instruction, as well as training tools, technologies and methodologies, to facilitate professional development of FAO, intelligence, information warfare, and cryptologic personnel. Additionally, CLREC will develop practical, Navy-wide, cross-cultural skills needed to enhance relationships with emerging partners. (NETC, NPDC, N13)

Navy photo by Mass Communication Specialist 1st Class Terrance Jefferson

b. Incorporate LREC in pre-deployment and in-deployment training. (FFC, NETC, CLREC, N12, N13) (*Roadmap* Tasks 1.P and 2.I)

c. Integrate regional and cultural content into Navy PME. (NWC, NETC, N12, N13) (*Roadmap* Task 1.P)

d. Execute Navy's FAO Implementation Plan. (N13, N5SP)

e. Execute Navy's CTI 2010 Implementation Plan (N2C, N3IO, N13)

f. Align PEP with component commander regional engagement strategies to better leverage opportunities with emerging partner nations. (N5SP, N13)

g. Fully fund the Naval Postgraduate School's (NPS) Regional Security Education Program (RSEP). (N13, NPS) (*Roadmap* Tasks 1.P and 2.I)

h. Beyond RSEP, leverage the specialized regional/cultural education resources of NPS, both resident and Distributive Learning, to further enable 21st Century Navy warfighting capabilities. (N13, N12, NPS) (*Roadmap* Tasks 1.P and 2.I)

i. Expand officer participation in Regional Study Masters Degree resident programs at NPS. (NPC, N13, NPS) (*Roadmap* Task 1.P)

4. **Maximize the contributions of foreign language professionals and language-enabled Sailors and Civilians through training opportunities and appropriate incentives**:

a. Exploit "study abroad" opportunities to facilitate LREC acquisition. As feasible and appropriate, expand war colleges (including foreign), Olmsted Foundation opportunities; increase overseas study for USNA/NROTC (N13, N12, N11, USNA, NETC, NSTC) (*Roadmap* Task 1.Q)

b. Implement and sustain Foreign Language Proficiency Bonus (FLPB) incentives consistent with DoD policies. (N13, N11) (*Roadmap* Task 3.C)

5. **Build LREC capability and capacity for the future by implementing language-related accession and recruiting goals, increasing undergraduate LREC study where appropriate, and directly training selected post-accession officers**:

a. Develop, maintain and publish the Navy Strategic Language List (NSLL) as a tool to shape force capability. (N13) (*Roadmap* Tasks 1.G and 2.M)

b. Recruit from heritage and immigrant communities in the U.S. to enhance force LREC capability. (CNRC, N13, N11, NPC) (*Roadmap* Task 1.K)

c. Depending on articulated requirements, build and maintain non-FAO officer LREC expertise:

(1) Establish a base of non-FAO language-skilled officers, trained to the 2/2 level in strategic languages. (N13, NETC, NPC)

(2) Consistent with congressional authorizations and the Navy's undergraduate education priorities, increase overseas immersion and semester exchange opportunities for USNA and NROTC as funding permits. (N13)
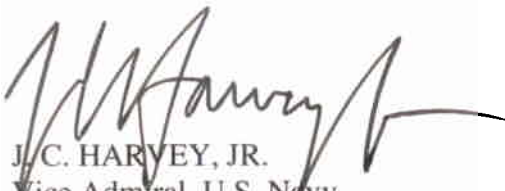

U.S. Navy Photo

d. Study LREC enhancement for civilians in the Navy workforce, consistent with the Total Force concept. (N13, N11) (*Roadmap* Task 2.D)

e. Examine the feasibility of a general linguist rating with separate career tracks for cryptology/information warfare, intelligence, and regional sub-specialists (e.g., enlisted Foreign Area Specialists). (N13, N3IO, N2C, N5SP)

f. Identify requirements and use multi-language and machine language technology capabilities, and exploit related research, development and acquisition efforts where appropriate. (N13, N6F, N86, FFC) (*Roadmap* Task 2.J)

"We must seek to understand, and embrace when possible, the strategic objectives of our partners. Navy will continue to conduct shaping initiatives such as security assistance, security cooperation, proactive humanitarian assistance and crisis response while promoting Global Maritime Partnerships, Maritime Domain Awareness and Global Fleet Stations to increase trust, confidence and capabilities of our maritime partners." **Navy Strategic Plan (POM-10), September 2007**

VII. Conclusion

Accommodating Navy's global maritime security commitments and executing the *Navy Strategic Plan* requires a concentrated and comprehensive framework with which to transform our LREC capabilities. The Navy LREC Strategy provides that framework and constitutes the baseline and starting point for future examination and decisions. It facilitates the coordination and organization of disparate LREC efforts and aligns LREC capabilities consistent with the current and future strategic landscape. It optimizes the allocation of limited resources, integrates LREC more firmly into Navy's PPBE process, and guides investment decisions in support of POM-10 and across the FYDP. While meant to be enduring, changes in the strategic landscape will necessitate adjustments to the strategy. Therefore, environmental monitoring will be required to ensure it remains relevant between PPBE process-based updates.

J. C. HARVEY, JR.
Vice Admiral, U.S. Navy
Deputy Chief of Naval Operations
(Manpower, Personnel, Training, and Education)

U.S. Navy Photo